PROBLEMS IN THE COMMUNITY SCHOOL MOVEMENT

MILDRED SARTAIN

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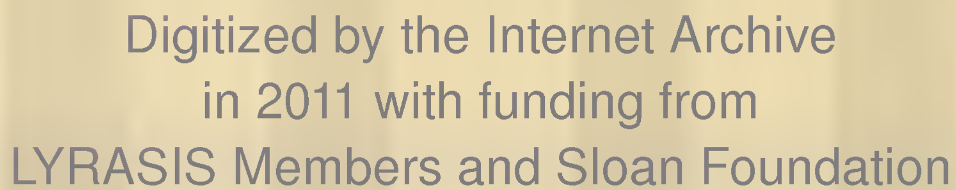
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CHAPTER I

INTRODUCTION

Formulating the Problem

The vast drama of accelerated change and its necessitated adjustment is compelling attention. It presents a moving picture of triumphs in science and invention, development of great new industries, shifting from a rural to an industrial civilization, mushrooming of great cities and giant corporations, ceaseless immigration and emigration, rapid wartime population growth, changing age composition of the population, class differentials in fertility, unequal pressure of population on resource structure, and search for economic and social opportunity.[1]

The public school, in its role of being the greatest institution in the country devoted to the welfare of the people, has a responsibility in facilitating adjustment for the populace.[2] Endeavoring to meet this responsibility, the American public school is confronted with problems. These problems present themselves in vast numbers, but those of most difficulty commanding immediate

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1. Newton Edwards and Herman G. Richey, _The School in the American Social Order_, p. 591.

2. William E. Arnold, "Extending the Use of School Plants," _School Executive_ (June, 1947) p. 11.

attention have developed to be:

1. Financing the public school program.
2. Extending the public school program.
3. Securing professionally trained personnel.
4. Establishing an understanding relationship between the community and the school.

Thus, is presented the purpose of this thesis: to study the immediate problems with which education is confronted in facilitating adjustment to changes in society.

An interest, created by research and observation, has been aroused in the writer for a study of social and educational change and the means by which one may keep abreast of the other. It is felt that this paralleling may be accomplished by making available to individuals of all ages a full-time free education which more nearly meets the individual need.

The Problem

The purpose of this thesis is to study the immediate problems with which education is confronted in facilitating adjustment to changes in society.

Delimitations

Many problems exist in the process of education, but this study is limited to those appearing to be of the

immediate and commanding nature. A complete history of education will not be attempted, but the trends of change in education are followed. Literature of repetitious material will not be used.

Basic Assumption

It is to be assumed that a means can be devised by which the educational, recreational, social, economic, and political forces in the community may be correlated, so that the individuals in the community can adjust themselves satisfactorily and make the best use of community resources for democratic living in its true sense.[1]

Method of Procedure

1. To begin the study extensive reading was done in the literature of the field. Except for a few references for comparison with recent material the literature was published since 1940.

2. While reviewing the literature 3 x 5 cards were used to record relevant statements. The references were written so that they could be easily catalogued for

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1. National Education Association of the United States and the American Association of School Administrators, Educational Policies Commission, Learning the Ways of Democracy, p. 40.

a bibliography.

3. As the reading in the field continued, topics for the thesis began to formulate.

4. A review of the literature continued until the material became repetitious. All the statements were catalogued as to the relative topic.

5. The study is presented in the form of these chapters:

1. Formulating the Problem.
2. Literature in the Field.
3. American Education in a Changing Society.
4. Problems in the Community School Movement.
5. Summary and Conclusions.

6. A bibliography concludes the thesis.

CHAPTER II

LITERATURE IN THE FIELD

The Twenty-Fifth Yearbook of American Association of School Administrators[1] attempted to make some contributions to the acceptance of the challenge that education can be an instrument of sufficient power in our free society to enable our nation to achieve the social equality, the economic justice and hormony, the worthy use of technical knowledge, and the world-mindedness that the security of the nation in this age requires. This yearbook attempted:

1. To state the basic problems and issues which face our society.
2. To indicate the potentiality of public education as a chief instrumentality in the successful resolving of these issues.
3. To give direction to curriculum makers by:
    a. Suggesting the central purpose of public education in this new age and the schools' critical functions;
    b. Describing the nature of the pupil personnel to be guided and prepared;
    c. Pointing out the vital areas of education which must be further developed;

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1. Schools for a New World, Twenty-Fifth Yearbook, American Association of School Administrators, National Education Association.

d. Describing the psychological consideration and the principles of social organization and action essential to economy of effort and fruitful procedure;

e. Reporting unique developments illustrative of procedures which hold promise.

4. To show public education in action in desirable directions in small, medium-sized, and large communities and on the state level.

5. To suggest criteria for the evaluation of the programs of education in every community.

To quote the statement made by the American Council on Education in its proposal for the creation of an American Youth Commission would be a directive to the purpose, work, and report of the Commission:

> Recent social and economic changes in the United States have given rise to difficulties in the care and education of young people with which existing institutions are quite unprepared to deal adequately. The changes not only have greatly intensified the problems which confront the schools, but also have created an urgent need of protection and further education for millions of youth whom the schools are not now reaching. Without some provision for basic planning to meet this situation, there is serious danger that present conditions may constitute a fundamental threat to the national welfare. It is believed that both the public and the great majority of workers interested in this field are deeply conscious of this danger, and would welcome a comprehensive and thoughtfully conceived program for meeting it.

The Commission considered unemployment as one of the basic problems of youth. The first part of the report

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1. American Youth Commission, American Council on Education, Youth and the Future.

was devoted briefly to the background factors in youth employment. The greater part of this section was written on recent trends in youth employment, and the extent of social responsibility in regard to the problem of youth unemployment.

Part II gave a short review of some of the more important needs of young people as they develop from childhood to maturity. It also treated the subjects of major questions in the fields of education, occupational adjustment services, use of leisure time, marriage and the home, health and fitness, juvenile delinquency, and preparation for citizenship.

The measure of responsibility for youth services which rests upon the public schools and questions of the responsibility for action were discussed in Part III.

Mrs. Dorothy Canfield Fisher prepared the rich and meaningful summary of the report.

Walter D. Cocking[1] wrote on the financing of public education. He said that financing is shifting from the local sources of support to the state and federal. The trend has occurred during the last twenty-five years and is steadily increasing. The six major reasons are given as:

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1. Walter D. Cocking, "State Support for Education," The School Executive (July, 1947) p. 5.

1. Recognition of an increasing need for education which could be met only by increasing educational opportunity and facilities.

2. A growing recognition that education is the primary responsibility of the state rather than of local units of government.

3. A greater amount of state support is a powerful incentive for better local units of school organization and programs.

4. Inadequacy of the local property tax as a source of school support, and hence the need to broaden the tax base.

5. The rapid growth of tax supported public services, resulting in an increasing competition for the local tax dollar.

6. A growing concentration of wealth and population at points throughout the state. Since the concentration of wealth and concentration of population do not always coincide, the situation has lead to general acceptance of the principle, "educate people where they live and tax the wealth where it is."

The weight attached to these different reasons varies with the states. The question of total support of education received considerable attention at a recent meeting of the governors of the states.

Statesmen, business and professional people, and citizens have given almost universal testimony that our future democratic ways of life depend largely upon the educational competence of all our people. Yet, little has been done to make this declaration a reality.

In an effort to prevent centralization of control by the federal government over what is taught in our schools,

we have effected wide extremes of educational inequalities. "It is just as important to insure for every person in the nation a necessary educational opportunity as it is to insure that schools be adaptable to the changing and diverse needs of people in individual communities."

The more important factors which have operated to prevent favorable action by Congress are:

1. Fear of federal control,
2. Desire of the Congress to reduce federal expenditures,
3. A feeling that federal support is advocated by educators for their selfish interest,
4. Fear that federal support would ultimately mean elimination of all private schools,
5. Conflict regarding use of public funds for private schools,
6. Fear of increased federal taxes,
7. Fear of political reprisals,
8. Lack of understanding of the need for federal support.

The most important features of any initial legislation should be:

1. To secure acceptance of the principle of federal support of education.
2. To formulate a sound and realistic plan for the distribution of money appropriated.
3. To appropriate the money to do the job.

Since it was representatives of labor, management, and agriculture who made the headway in getting education

written into the United Nations Charter, it would seem the same strategy should be used to obtain legislation providing for federal support of education. The educators should take over the blocking assignments of clearing the path and pointing the direction while lay groups carry the ball.

Interest is closely related to effort. Greater financial support of education is necessary, but it is equally important that education and the people generally recognize that some local support is necessary to maintain local interest and effort.

The community school has meant many things to many people at many times and places. In writing "Community School Concepts", Milosh Muntyan[1] discussed some of the societal conflicts underlying community school concepts. It is explained that those who see the virtue in the community school have only to make the initial attempt to carry out their conception of the school before they discover that the very community to be served constitutes the major barrier. The very premise on which contemporary community schools are based is that our society not only fails to represent such genuine community, but actually reflects a serious and alarming degree of non-community, or non-integration.

Our national non-integration has been studied and documented sufficiently to indicate that the major problem

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1. Milosh Muntyan, "Community School Concepts," Journal of Educational Research (April, 1947) p. 597.

of our time, both educationally and socially, is to arrive at the means of re-integration of our society. We have no clear-cut conceptions of basis on which our various problems and conflicts might be resolved.

Conflict situations do not necessarily reflect a non-integrated or disintegrating society. An integrated society involved in conflict would have an adequate "social core" against which to evaluate, and thus resolve, problems. Our society lacking a generally effective broad "core" makes the task of the community school difficult. The school neither has a community which it can reflect nor does it have a clearly defined community, other than a geographic sense, which it can serve.

The conflicts in community school practices were reviewed. Attempts at reconstructing the school have two points of departure. First, there is the area of organization and administration with the sub-headings of external control (school-lay group relationships), internal control (administrative-teaching staff relationships, including the school board), and internal organization (pupil-staff relationships). Second, there is the school's program which may have the approach of bringing the various activities of community life into the school or taking the school out into the community. These approaches have three distinct points of

emphasis. First, the community can be brought into the school, or the school can be taken out into the community simply to facilitate the usual "school learnings" through the use of various aspects of the community as "subject matter." Secondly, the purpose canbe primarily that of community centers making social service agents of the school and the school population, without any particular emphasis on the educational aspects of such service. Third, the purpose can be school-community-centered by making a service agency of the school while the community is used as the "subject matter" of the school's program. All three of these aspects of organization and administration must be put on a cooperative basis if the school is to represent the ideal democratic community. Each aspect or a combination retains a mutual weakness. For example, the school could employ some phase of community activity for its program to lead pupils into desirable school learnings without becoming involved in the human relationships which underlay that need.

The long range of the community school seem to be three-fold:

1. It would hope to re-integrate, or further the integration of, the population aggregate which it serves, trying to make of that group a community in something more than the geographic sense.

2. It would hope to develop, with the group, what has been called community process, i. e., the knowledges, attitudes, appreciations, and skills necessary to the preservation and further

development of desirable group life.

3. It would hope to help resolve the personal and social conflicts which now undercut both community and community process.

Obviously, such goals as these imply that the school cannot concern itself with only the youth of the land but must also undertake a far-reaching program of adult education and re-education.

The Educational Policies Commission of the National Education Association of the United States and the American Association of School Administrators presented in _Learning the Ways of Democracy_[1] the results in the project involving visits to ninety high schools in twenty-seven states which was conducted from September 1939 to January 1940. The Educational Policies Commission was established in 1935 and has made the improvement of education for democratic citizenship the central point of its work. Previous publications of the Commission provided the background. This study was pointed deliberately at implementation of the democratic way of life in and through our schools.

Those who went out to seek evidences carried with them ideas as to what the democratic spirit is and how it

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1. Educational Policies Commission, National Education Association and American Association of School Administrators, _Learning the Ways of Democracy_.

is recognized. Democratic education was found to mean widely different things to different people. In Chapter I these diversities are illustrated through a series of sketches, each of which characterizes the more important ideas which were encountered. Six sketches of "typical schools" follow as:

1. One Mind Sets Democratic Goals and Directs Action toward Their Attainment.

2. Students Are Kept Busy Practicing the Use of Tools of Democracy.

3. Formulas for Democratic Planning Are Made Chief Ends of Education.

4. Freedom to Do as One Pleases Is Considered the Heart of Democracy.

5. Socially Useful Jobs, with Widely Shared Responsibilities, Engage the Entire School.

6. Laws of Learning and of Man Set Limits to Democratic Education.

The summary of the chapter was made in the form of a statement of the hallmarks of democratic education.

In Chapter II materials were described from the courses of study of a group of selected schools. These materials seemed pertinent to the central needs of a comprehensive, well-planned program of civic education. They were offered as suggestions, drawn from school practices, for the further improvement of curriculum. From the materials nine conclusions were drawn as guidepost for the further

development of civic education. Chapter III reported illustrations of democratic classroom teaching. Like any other part of the educative process, such activities as student organizations must be adjusted and directed to some end in view. The desirable nature of this adjustment and direction was indicated at many points in Chapter IV. Five Characteristics of effective programs of community activities were named in Chapter V. Also, four types of student participation in community activities were identified. Chapter VI reviewed the statement of principles of administration in American education presented in another publication by the Commission. Examples given were largely illustrations of participation in educational policy-making, including always the professional staff and the lay public and students as well. The last two chapters were devoted to evaluation of outcomes.

Although there is much literature pertinent to the problem which probably deserves attention in this chapter, neither time nor space will permit such review.

CHAPTER III

AMERICAN EDUCATION IN A CHANGING SOCIETY

The process of education is characterized by development and change. In the colonies could be detected striking differences in forms of political organization, in the religious attitudes of the people, and in the provisions made for the education of youth. Such local environmental factors as climate, fertility of soil, and the configuration of the colonial country partly accounted for these differences. Old World inheritances had its influence. The ideology of the people of one colony was different from that in other colonies. Diverse elements in the population of the Old Country were transplanted to American soil. People of all trades and religions were drawn into the stream of migrants. People of the colonies were from various Old World countries and injected their culture into American life. A colonial society of so many factors resulted in a varied and converging stream of influence on education.[1]

While liberal suffrage was advancing in the states, democratic educational reform was developing in sull course. From the early beginning the colonies established schools which were usually on a private basis or

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1. Newton Edwards and Herman G. Richey, The School in the American Social Order, p. 4.

under church supervision. The spread of the educational program was bound up with sound morals. There was little feeling that every person must be educated by the government in order that he might properly exercise his function of citizenship.

In 1647, Massachusetts ordered each town of five families to support an elementary school, and each of a hundred families to support a grammar school under penalty of fine. It was an ideal thatteachers be paid and appointed by the people. These teachers were to accept all children who wished to enter the school. Fifty years after 1789, a comprehensive act was passed making public supported school districts and requiring teachers to be college graduates or equally certificated.

Massachusetts began one of the remarkable reforms in the century by creating a state board of education in 1837 and appointing Horace Mann its secretary. During his service, trained superintendents of schools existed in many towns, appropriations were liberal, normal schools were established and school terms were lengthened to six months.

After the Revolution New York, Pennsylvania, New Jersey, and Delaware gradually perfected their school systems by granting land to the schools and assistance to the poor children.

In the early nineteenth century the South established "free schools", which were designed for the poor. These schools were poorly taught. The well-to-do children attended the numerous private schools. After the Civil War efficient public schools began to maintain a more vigorous position. Lands were granted for educational purposes by the federal authority to the states, which determined their specific use. State aid supplemented the funds derived from local taxes.

The academy emerged and served quite adequately as a preparatory school for admission to the university. It maintained repressive discipline and considered the book its center. The curriculum covered from three to five years, embracing Latin, Greek, philosophy, with some Hebrew, science, and theology. High-grade academies existed in most of the states and served in preparing boys for college.

From 1820 to 1860 as many as 174 colleges and universities were founded in the United States by churches and communities. The older ideal of a college or university was a place at which men from the upper class of society were fitted for the ministry, law, or another learned profession. Two tendencies operated against this idea about 1800. Philosophic doubt prevailed in the first generation after the Revolution and the French educational system was reorganized on a rational basis along with the establishment

of the University of Berlin. The process of a corresponding phase in American education was first seen in the founding of state universities in the South and in the reorganization of the University of Pennsylvania between 1779-1815. Thomas Jefferson was head of the commission which prepared for the University of Virginia in 1825. The influence of this university was extended to the West and Southwest. This was due more to the form and democratic spirit of the university than to the method of instruction. Feeling that the universities were growing hostile to religion, the churches founded institutions of their own for the education of their own youth. This controversy continues even unto today. The older university continued to prepare men for professions, with a large percentage of the students coming from the leisure class.[1]

The advantages of improved methods of teaching of the top educational institutions gradually were absorbed into all the lower levels. Women entered colleges. Technical schools came into demand. High schools and common schools grew in number and quality. As the South recovered in its economic system, so did its schools begin to keep abreast of other sections. The more progressive principle[2] of interesting the children in their studies was recognized

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1. John Spencer Bassett, A Short History of the United States, p. 476.

2. Edward G. Olsen, School and Community.

in teaching methods. This school with its child of comprehension and self expression was a reaction against the academic school with its child of book knowledge. These two types of schools with their insistance upon book-knowledge-set-out-to-be-learned and emphasis upon child-interest-to-be-expressed in turn yielded philosophic first place to the community school, which stresses a human-needs-to-be-met viewpoint. The great virture of the academic school lies in its systematic organization of subject-matter; that of the progressive school in its driving concern for the all-round development of the individual child, and that of the emergent community school appears to be in its emphasis upon social reconstruction through cooperative effort democratically organized. The stated virtues of these three schools, each transmitted in terms of present needs, should be absorbed into the changing educational program of today.

The community school principle is in its essence a "relational" principle. It proposes that ritual retire to its proper province--that small but important area of human activity where the individual seeks security in the formal, the metaphysical, and the phenomenal--which is not susceptible to scientific interpretation.[1]

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1. Robert G. Koopman, "A Formula for Merging School and Community," The Nation's Schools (August, 1948) p. 22.

The principle is based on the assumption that the curriculum of the learner is his environment in motion, that informalism is desirable, and that one learns even when no preplanned unit of instruction exists--even when no teacher is present. It recaptures the principle of interest and effort enunciated by John Dewey almost fifty years ago. It is no exaggeration to say that the community school principle is the great, progressive, coordinating principle of school organization and administration.[1]

The implication of the community school is clear in that it calls for a merger of the school and the community and the widest kind of participation. If the community school has not been adopted wholly, it is because it has not fully been put into practice.

Considering that education includes all that is learned from experience and observation, it can be said that virtually all the important differences between man at the beginning of the history of our country and today are due to education. Scientists hold that "we are no stronger physically and apparently have no greater native capacity mentally now than then." However, due to the discoveries of our learned medical men and educated people generally in the field of

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1. Ibid., p. 133.

health, life is longer. The mastery of nature surpasses that of the colonial man. There has been the utilization of steam, electricity, water power; the change from the ground war to the superfortress and atomic bomb; advances in agricultural, economic, and industrial techniques--these achievements and many more can be accredited to education, to "knowledge discovered, transmitted, and applied." They have also completely transformed human life. Education is declared to be the agency of progress.[1]

One of the necessities of spiritual health is activity and its reward. To experience this does not mean that identical schooling must be open to all. Regardless of financial or social position all should be provided with the opportunity to reach the highest of ambition. Every promise of ability is entitled to recognition and encouragement. Each person should have the education that is best fitted to his needs and capacity.[2]

Society presents itself with the characteristics of change and complexity. Since the colonization of America there has been a marked shift toward secondary group activity.[3] Formerly, contacts were predominatly domestic. Activity was largely confined to the neighborhood with its few individuals,

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1. Raymond M. Hughes and William H. Lancelot, Education, America's Magic, p. 3.

2. Ibid., p. 133.

3. Dorman G. Stout, Teacher and Community, p. 7.

making it direct, personal, and limited in variety. The children, being held responsible for carrying on farm and home responsibilities, soon learned to accept definite personal responsibility, to execute assignments promptly, and to work willingly even at unpleasant tasks. The family circle, the school master, the minister, the doctor, and the community dignitaries associated in such gatherings as the quilting or spelling bees, hog killing, barn building, corn shelling, church picnics, and political rallies. Through these means the children learned of politics from arguments of their elders, and participated in recreational activities of the local community. They developed ethical codes in home, church, and community where deeply conflicting patterns of moral behavior usually did not exist. They lived close to Nature in sharing the mating, birth, or death in the life on the farm. By sharing intimately in these basic human experiences of aiding life and battling death, educating and playing, doctoring and wondering, the child of this former day matured emotionally, developed personal character, and attached their loyalities to personalized human values.[1] Under such conditions as these, children learned easily and

1. Edward G. Olsen, School and Community.

well for life, for they were motivated by genuine purposes of their own.

Modern America is characterized by "an increasing number of groups of greater range and variety, made farther from home, with a greater number of people, more indirect and impersonal in character, made under more fleeting circumstances, and with lower degree of common interest."

Today the children are crowded together and are allowed to roam aimlessly. Most of them do not grow food or care for animals as did the children of yesteryears. Their recreation lies in the movie or radio, they have much less work, and they care little for politics. They are shielded from observing birth and death, live in rented homes or apartments, and accept money as their happiness.[1]

There is a continued need for creative thinkers. In the early history of our country the people were largely engaged in agriculture and were largely self-sufficient. With the enormous growth of industry the lives of individuals have become infinitely more interdependent. The demand for competent and dependable leaders and creative thinkers has increased with this change in the fabric of life. In 1890 there was little interest in research, so less than a million dollars was spent in the field. Business and industry

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1. William F., Russell, "What Do We Want From Our Schools?" Redbook Magazine (April, 1948) p. 40.

distinctly did not want college graduates. Only 19,000 college and university professors were employed and 70 persons were graduated with the master's degree. Today money spent on research would surpass any million dollar figure, as research has become a major objective in many fields. In 1940, 123,000 college and university professors were employed and a very large percentage of college graduates were absorbed by fields of work.[1]

The Bureau of Census indicates that one-fourth of the population in 1940 was illiterate.[2] This suggests a need for a free educational program without an age limit. More people are now attending school, but there are those who did not receive the amount or type of schooling later found to be needed. There is no such thing as a completed education, since the world of education is so infinite and changes in society occur so rapidly.

Almost 26 million children were enrolled in public schools during 1947; 3 million children attended non-public schools; 15 million five-year-olds were not in school.[3] Bad as conditions are now in the public schools--particularly

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1. Hughes and Lancelot, op. cit., p. 133.

2. World Book of Facts, 1948, p. 356.

3. George H. Field, "Can We Meet the Need for Schools?" Nation's School (September, 1948) p. 44.

in poorer communities and in states with the least taxable wealth--the school crisis throughout the country is likely to grow much worse. There are now 4,000,000 children of school age not attending school. Many school terms are for 6 months instead of 8 or 10 months. Some communities have no schools beyond the eighth grade and no transportation provided to the nearest high school. Textbooks are worn beyond repair and are out of date. The annual birth rate during the war increased over the prewar birth rate by slightly more than a million. Some of these are not yet in school, but the flood is predicted to move along from grade to grade in this increasing percentage:[1]

Calander Year	School Year							
	1	2	3	4	5	6	7	8
1951	20%	27%	28%	18%	13%	10%	8%	3%
1955	43	51	50	40	40	41	39	23

Each community school should be considered with care as to what effect the probable increased enrollment will have on it. The United States Office of Education, without considering the repair and maintainence of present buildings, estimated that construction of school buildings to care for the increased enrollment would require a total expenditure amounting to about $11,000,000,000 in the next seven years. Over one-third of the teachers have left the

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George J. Hecht, "Our Desperate Need for More Schools," Parents' Magazine (September, 1948) p. 40.

teaching profession and fewer are entering the profession because of low salary schedules. Even with the increased present salaries there is a lack of 10% increase needed to equal the advanced cost of living.[1] It is estimated that during the next decade 300,000 teachers will need to be added to the 870,000 member teaching staff of the present time.[2] The United States Office of Education, the American Institute of Architects, and the Producers' Council will cooperate on a research project to investigate the requirements and the newest methods of design and construction of public school buildings. Except for public housing, the largest volume of needed construction in this country is public school buildings. Walter A. Taylor, Director of the Department of Education and Research of the American Institute of Architects declares that "most of the present building types have been rendered more or less obsolete. School building has not kept pace with the changes in educational methods which now require larger classrooms approximating square plan shapes, which in turn involve problems of natural and artificial lighting, acoustics, and ceiling construction."[3]

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1. "News in Review," The Nation's Schools (September, 1948) p. 51.

2. "Research Project to Study School Building Needs," School Executive (September, 1948) p. 83.

3. Ibid., p. 41.

According to the Federal Bureau of Investigation arrests of youth under 21 now account for half of all the auto thefts, two-fifths of the burglaries, one-fourth of the robberies. During 1946 there was a 20 per cent increase in the arrests of youths between 18 and 20. During the war years, thousands upon thousands of teen-agers left their classrooms for the lure of easy money and excitement. Now in their late teens, these same youth are realizing that they have missed something important. Education must not think it too late to do much about the current crop of delinquents. A free educational program should be so organized that out-of-school individuals will desire to return to the school to find assistance with their needs.[1]

An interdependence in our everyday living has highlighted a serious problem in human relations. Labor and management have shown their inability to work together always effectively. An intergroup hostile relationship can be a danger to the well-being of the country. President Truman's Civil Rights Program exposed a sharp gap between American ideals and practices. The same picture presents itself in San Diego County, California where a community segregates the Mexican school children.[2]

1. Ibid., p. 42.

2. Ibid., p. 41.

Many other problems and needed changes present themselves. The great mobility of population causes spiritual uprooting. The migration to California in the last century and that during World War II retarded social assimilation. The war has rearranged maps and people. The current high rate of divorce is socially disturbing for men and women as well as children. One-tenth of our people suffer mental or nervous disorders serious enough to warrant at least temporary treatment in an institution. A great number of others experience tension that impair their work and happy living. Because of poor physical and mental health one-third of the people examined were rejected for military service. Our nation is extremely wasteful. A conservation program should be organized and taught to the people. In San Diegnito it is necessary to r ation water. The mounting death tool from accidents indicates a need for the teaching of safety measures.[1]

When the industrial revolution was ushered in, a new order was created. Manufacturing was transferred from the small shop to great industries. Farming was revolutionized by modern machinery and the economic system grew complicated. Cultural bases of agriculture and handicrafts are now in the industrial and urban civilization. Much of the

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1. Loc. cit.

rural life has been urbanized by rural electrification and the installation of modern conveniences. Power machinery and modern factory systems began to replace handicraft methods. The industrial worker came into being and big business crowded out the small ones. "The free market, uncontrolled competition, monopoly, concentration of wealth, technological unemployment, and depression seem to make a logical sequence." Even with 25,000 varieties of jobs for youths, placement is difficult. These factors contribute to growing intensive struggle, fear, dislocation, depression, and suffering.[1]

Much could be said about the changing school needs as an outgrowth of the ever changing social and economic development. The educational leaders must be alert to these needs which must be interpreted in terms of the new school.

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1. Jessie H. Newlon, _Education for Democracy in Our Time_, p. 18.

CHAPTER IV

MAJOR PROBLEMS IN THE COMMUNITY SCHOOL MOVEMENT

It is well to study some of the problems and needs of the "community", "progressive", or "functional", school movement to facilitate adjustment to and enrichment of the changing society. There are so many that an attempt to enumerate all would be impossible. However, a few of the areas where the problematic source seems greatest are presented.

Educating and Re-educating

When public education was established in America it was thought that the kind of political democracy which was being built would require informed people. Many people have lost sight of this fundamental purpose of the schools. If there is any threat to democracy, it comes from the workings of the uninformed population. If the schools did no more than prepare people to participate in their political democracy they would be worth more than their cost. There are those individuals who fail to recognize the relationship between education and general economics. An example is the person without children questioning his responsibility to pay taxes to education for the schooling of other peoples' children. Here is a failure to realize that without education there would be no locomotives or airplanes, in fact,

that there would be no transportation system. Many other relationships exist between education and other products of society. The importance of education must not be overlooked. Such reliable research as that done by Fortune magazine indicates that the educated are not only better able to make up their minds as to what they believe about problems, but they are also less likely to be extremely conservative or extremely radical in their viewpoints. Democracy needs wholesome, reliable thinkers.[1] John Milton introduces these people as being those, if allowed to visit other countries, "such as deserve the regard and honor of all men where they shall pass;" and that as a result "other nations will be glad to visit our country for their breeding or else to imitate us in their own country."[2]

When our nation deliberately chose freedom as its way of life and representative government as its pattern of political organization, it made education for all a necessity. The purpose of universal education is broader than the great worth of the individual human being and his ability to develop. There has matured the conviction that neither personal freedom nor democratic government can

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1. Earl W. Armstrong, "Timber for an Education Program," The School Executive (September, 1947) p. 46.

2. George N. Shuster, "Education's New Responsibility," Survey Graphic (November 19, 1947) p. 560.

continue to exist in a world of science and technology without the education of all its people.

Illiterate people not only miss much of life for themselves, but they hamper and endanger the lives of others. Among these may be parents with antiquated information for their children or the truck driver who, with no drivers test required, cannot read road signs. Illiteracy is not only a dead loss to the individual, it is also a stark danger to operating democracy. The lack of understanding and appreciating the cultural heritage is a handicap. If many persons are thus deficient, a representative government such as ours is in grave peril. The man who has not had the opportunity to learn the control of self-discipline can be confined to prison. A great number of such persons would result in an anarchy. If an illiterate person is a danger to the life of a private citizen, enough of them can be suicide to a democracy.[1] As about half of the population over the age of twenty in 1940 had received an education of the eighth grade or below, it is indicated that much emphasis should be placed on this level of education.[2] This information further indicated the need of adult education.

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1. Abel Hanson, "Who Should Attend School?" The School Executive (August, 1947) p. 11.

2. World Book of Facts, op. cit., p. 356.

For years good things have been said about adult education. It is agreed by university administrators, college professors, and leaders in the industrial, professional, and commercial world that the provision of learning opportunities for mature people is a primary requisite of a good society. When there is seen the shocking number of things needing remedy, it can be understood that a continuity of education can be utilized. An increased knowledge and understanding of humanities and of the social and natural sciences gives everyone not only greater personal satisfaction, but also greater competence in accomplishing social goals. All adults find with years that they have particular problems and responsibility for which the school could not have prepared them adequately in their youth. These people need a continued educational program planned to assist them in solving problems and making adjustments at this level. From a social viewpoint the community in all its gradations has problems with which only an informed citizen can deal.[1]

Hallenbeck points out three basic adult problems.[2] First, is the problem of adjustment. When hard work and

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1. Cyril O. Houle, "When Are We Really Going to Have Adult Education?" The Nation's Schools (June, 1948) p. 24.

2. Wilbur C. Hallenbeck, "New Needs in Adult Education," Teachers College Record (May, 1947) p. 487.

individual enterprise in a sparsely settled community were a guarantee of financial success and neighborly respect, there was little difficulty in adjustment. Now, self-discovery is a task of finding a job which one can enjoy, which supplies a sufficient income to meet the needs of the individual and his dependents, and which utilizes his best capacities. Also, the individual must have the ability to conduct himself successfully in the vast human relationships of a highly specialized world, to adapt himself to the pattern of constant change, and to cope with other competitions of modern vocations. Acute manifestations of this problem are the sudden return of great numbers of men and women from the armed services and the simultaneous dislocation of a multitude of warworkers. Some communities rallied their resources to provide necessary help to these people. Other communities were baffled by the problem but attempted to organize for cooperation to facilitate the adjustment. Other communities remain oblivious to the problem but wonder why life is so greatly upset in so many ways. The need for adjustment is a recurrent problem, as change is an inherent characteristic of society.

The rapidity with which change takes place makes modern civilization unstable. The increase in the use of automatic machinery with its almost limitless possibilities

causes technological unemployment and makes realignments necessary in vocations. Population shifts in vocational patterns are brought about by the rise and fall of industries. The complete new city of Oak Ridge, Tennessee is an example. The useful potentialities of atomic energy are yet to be seen but are expected. This will intensify changing and problematic conditions.

There is a rise in the trend of service occupations. The industrial occupations required skill, training, and ability of their workers, but the service occupations will hold superior requirements for their workers. The world we have created requires flexible individuals, and the schools have not specialized in producing flexible individuals.

Transportation and communication have become highly complicated systems. To get along without frustration one must have comprehension of the many forms and uses of these systems.

Few people can face the problem of adjustment alone. Skilled counselors can be of great assistance to the adult needing adjustment. Guidance usually leads to the discovery of needs for further education. An accredited guidance service would be of great assistance in planning a community-school, adult-education program.

A second problem of adult education is democratic citizenship. Democracy is considered the working principle

of social and political organization in America. There is a growing feeling that this principle is hovering between reality and farce. The reason for this conflict is the lack of citizens understanding its principle. The existance and continuation of democracy depend upon the understanding, the attitudes, and the behavior patterns of its citizenship. Understanding democracy involves: "the recognition, appreciation, and acceptance of the values on which democracy is built; an interpretation in terms of everyday life of the responsibilities of democratic citizenship; a knowledge of, and a concern for, the problems of cooperative community living; a clear definition of the issues in national affairs and the formation of intelligent opinions with respect to the issues; the transfer of democratic values to world affairs and the development of attitudes that will make one world possible."

Experience is the means by which democracy is learned. In a real learning situation, the individual may be taught respect for other people and their judgments and opinions. A person should acquire the ability to question his own judgment and opinions and the willingness to admit that those who differ in theirs may be right. Many adults labor under the misconception that an advance in age is assurance of sound judgment and wise decisions. Experience

brings about change. It provides the individual with needed materials for contrast and comparison. New experiences expand the individual's horizon of abilities.

The third problem is of specialization. The increasing specialization of modern life has involved the development of groups with special purposes and interest. Specialization of organizations creates exclusiveness. This leaves some people with no organizational relationships other than their families and their work. Organizations have tended to organize interest, not people. An additional kind of association is needed which will bring together people as people for participation. Through this kind of organization people will become a part of cooperative activity which can deal with things concerning them and make things happen in accordance with their needs and desires.

These adult needs and problems involve the whole community. They deal with basic educational experiences and, therefore, must be central concern of our public schools. The schools seem to be doing very little toward achieving the goals of adult education. Colleges and universities, libraries, museums, settlement houses, community centers, industrial and commercial organizations, labor unions, cooperatives and others are concerned with adult education and are promoting educational opportunities for mature people.[1]

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1. Houle, op. cit., p. 24.

Even a disinterested observer would likely agree that the school should be one of the chief agencies to understand and undertake the education of adults. The school is universal, with broad contact and interest. It has trained leaders, instructional and administrational. Its physical facilities are adaptable to adult use. There is some movement toward a school program serving the needs of all the people of a community, but the total picture is disheartening.

Paul R. Mort and his assistants have shown two things of profound importance in adjustment and adaptability between the school and community:[1] (1) that one of the most significant factors in facilitating the adaption of public schools to meet the changing needs of their community is an understanding on the part of the people of the needs, the problems, and the possibilities of their schools and (2) that understanding can be grown at a rather rapid rate. When the public schools are working with people in a cooperative enterprise to build better communities, the people will inevitably come to understand, to believe in, and to be a part of the school.

Education of Youth as to Needs and Interest

Though American people are reluctant to finance the education system, they are very favorable toward its

1. Hallenbeck, op. cit., p. 487.

existance. High school training is offered free of charge to every future citizen. There is favorable opinion toward two free college years for making possible a well-rounded general education for all.

A part of youth has been neglected and these young people remained mute in their deprivation.. Their intellectual resources remain buried through all their years like treasure in the undeveloped mine. These youth will never know what might have been for them and for society. At every level of pupil ability schools are too commonly remembered as drearily monotonous; as too barren, too sterile, too much a weariness. The accomplishments of youth during their first six years of life are little recognized and appreciated. They look forward to entering school with happy anticipation. Year by year they grow gradually indifferent to its appeal and by high school they are exhausting their ingenuity in devising means of escape from the boredom and tradition of the classroom.[1]

The concept of universal education does not imply rigid uniformity for all. There are certain facts, skills, knowledges, and values which are so important that all should possess them, but beyond this core of common experiences on

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Frederick S. Breed, "The Grip of Tradition on the Schools," The Educational School Journal (September,1948) p.13.

is a whole area of special interest, needs, and abilities in almost infinite variety. It is generally assumed that most of what education offers is desirable for all pupils. The forcing of this uniformity experiences on all pupils has caused many to be lost along the way. Individual interest and talents of pupils must be identified and exploited to prevent maladjustment and malcontent. The failure to do this has caused many to drop out of school, particularly at the secondary level.

This suggests the importance of studies in the schools which identify and diagnose the causes of drop-outs. Frustrations, failures, and maladjustments in the lives of youngsters are not spontaneous. Schools will have to undergo a sort of gradual change--a persistent and comprehensive change in attitude, method, and relationship. As the economic scene stablizes, youth presumably will have to complete educational advances qualifying them for competition with adults for employment. It is the duty of the school, employers, and community agencies to provide young people with the actually required working experiences during school. A complete record of studies, training skills, and activities enables the schools to certify the student to the employer or college, as well as assist him in his directions and adjustments. The experiences of school should help the individual to develop

good taste and wise discriminations in order that he may become an effective worker and an alert consumer of the work of others.[1]

Comparison is an intelligent step in making decisions. The junior college has functioned in our country for half a century. The record of these colleges provides facts and trends for reasoning regarding the function and future of this distinctive American educational development. Recently a number of these colleges have dropped the "junior" from their title. As more emphasis is placed on community function the idea of the "People's College" has grown.[2] Now as never before, the public controlled junior college is one of the most vital and potential needs of America's secondary school structure. It is as necessary in our time to the welfare of our nation as was the democratization of the high school at the turn of the century. The junior college must become, if it is to make a singificant contribution to American culture, the people's college of tomorrow, open to all who have capacity, desire, and need for higher education.

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1. Theodore D. Rice, "High School--a Hot Spot," Survey Graphic (November, 1947) p. 59.

2. Jesse P. Bogue, "The Future of the Junior College," The School Executive (July, 1947) p. 11.

A statement of guiding principles for the establishment of public junior colleges was adopted by the legislative committee at the 27th annual convention of the American Association of Junior Colleges:[1]

> "A junior college should offer lower division work parallel to college or university courses, and in addition terminal courses should be developed in response to community needs.
>
> An adult education program, also in response to the needs of the community, should be developed by the junior college.
>
> It is strongly recommended that the public junior college be tuition free."

Throughout our land, the conviction is growing that education should be extended two years beyond high school and that these 13th and 14th years should be supported by monies from the public sources. In some states the junior college is not only free of tuition, but one junior college is also operating 43 school busses to provide free transportation as far as 50 miles from the campus. A junior college operating in this manner brings higher education closer to the people. It also saves the great cost of the student living away from home.[2]

The public high school is again in the headlines because of the thing it is failing to do. It may be true that today's high school is being expected to do too much to

1. Ibid.
2. Ibid.

meet the demands of the atomic age. The world itself has changed from 1894 to the present time. It is probable that the high school of this atomic civilization, even should it be completely reorganized, will be inadequate for the majority of our youths.[1]

Statistics of the United States Office of Education reveal that the holding power of the American high school is so poor that only 47 per cent of the youths who enter high schools throughout the country actually remain to be graduated. Evidence is mounting to show further that the chief contribution the high school and trade school make to our culture today is the preparation of young people for college and the skilled trade. Consequently, secondary education as it is now organized does not prepare the majority of our youths for those unprofessional occupations or businesses that require extensive periods of general education with some specialization in specific fields of interest. Junior college organization may serve to free the high school so that it may revamp its curriculum in terms of new area and more functional goals.[2]

Junior colleges have the two equally important functions of providing an opportunity for students to begin the curriculum they will later pursue in a senior college

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1. Marcella R. Kelly, "A People's Curriculum for the Junior College," The Nation's Schools (October, 1948) p. 30.

2. Ibid.

and of providing training for students who do not plan to continue their education, commonly referred to as terminal education. The need for the latter was brought into sharp focus by the experiences of World War II. There was a necessity for the mastery of methods of the mechine age, and courses of intensive technical training were instituted all across the nation. No longer can people use the methods of father and mother. The trained man of today can use a tractor and other machinery and do as much work in an hour as the man with the mule could do in two days. The needed repairs of the ice box were simple. Today the science of practical electricity, refrigeration, and airconditioning has become necessary terminal education to repair the completely electrified kitchens.

The high school is not alone in releasing students unable to accept and maintain a position in life. Many college students are faced with the same problem. The junior college in its attempt to avert such confusion offers one of the best incentives in education: the application of what one learns to the practical problems of life. A result of this understanding is their work-study program. With the study an actual work program is conducted for which the student is paid.

As the junior colleges grow in number curriculum programs must be adopted that are broad enough to meet the

life interest of all the people. Course content must be cynamic, utilitarian, and challenging. The subject matter must include the newer explorations in the fields of science, art, music, drama, industry, politics, government, and technology. A soundly organized junior college will enlist the adult interest of the community. A broad, flexible, and timely program will serve to stimulate the intellectual curiosity of adult minds. For the convenience of working youth and adults the junior college of the future must organize to offer day and evening programs and it must accept full-time or part-time enrollees. An ideally organized, public controlled, community college of America will produce a more competent, more satisfied, and more satisfying citizen of tomorrow.

A further appeal for education and reeducation is in this summary of "Education as National Defense":[1]

> The use of military conscription in this atomic age does not seem to be the answer to the problem of national defense. There is another method for consideration which may be a better answer than any other approach. It is the extension of education which may give us a better chance than other proposals for a permanent peace, for the extension of

1. Samuel A. Kirk, "Education as National Defense," Progressive Education (May, 1948) p. 7.

democracy, and for national defense.

Although Japan, Germany, and Italy had prepared for many years for war, the United States built within a short period of time the most powerful armed forces the world had ever seen. The reason for this was universal public education in the United States. The schools deserve great credit for training the armed forces. All the performance by personnel was done so by individuals who had the opportunity through a free school system to develop their genius.

There is evidence which indicates that the more educated the soldier, the more valuable he becomes in a war situation. Studies by the Morale Service Division stated:

> Greater efficiency was displayed among those who were educated.
>
> In all units the higher the education the less likely the soldier would go AWOL, regardless of the service rank.
>
> The veneral disease rate was greater among those who were less educated.
>
> Promotions among enlisted men were more common among the educated than the uneducated.

During the war Hitler, who was not interested in education, recognized that education was an all important factor in training an army. Germany issued a proclamation to elementary schools as follows: "further lowering of

educational standards would no longer be tolerated, education imparted in schools must be better than at the beginning of the war."

Had our educational system been better and more inclusive, our military forces, strengthened by its background of education, could have been still stronger. It was learned further that our educational system needs expansion. The evidence for this statement may be found in this summary:[1]

> During the war we inducted one quarter million men who were illiterate. These were of little value to the military forces, because they could not adjust without an education. The army was forced during the war to set up special training educational systems to train adult men to read and write. Because our educational system was not good enough, we spent millions of dollars to train men to read and write during war time. We, therefore, prolonged the war which consequently increased causalties.
>
> After troups entered North Africa, it was discovered that many of our men did not know what the war was about. Shooting a gun was one thing; the "will to shoot" was another. To produce this "will to shoot" the army organized a vast orientation and educational program to inform the men about democracy, our allies, our enemies, and why we fight. This situation indicates to us that our enemies had learned this lesson and that our educational system was defective in the area of social studies.

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1. Ibid.

Public Finance for Free Schools

The history of the public school education in this country shows steady improvement and continued widening of the educational privilege to embrace all the people of the nation. Although today the public school is free of charge to all those who attend, it has not always been supported at public expense. According to Ellwood Cubberly,[1] there are seven stages in the development of American public school education. Education in colonial times was provided only by private benevolence or religious charity or by charging the parents of pupils who could afford to pay. Charity schools occasionally received small gifts from the public treasury. Next, public sources granted assistance to private or semi-private schools or to societies providing schools, so that the term of instruction could be somewhat extended and tuition fees reduced. Permission to organize lotteries was in many instances the form of the aid. As agitation for tax funds for school support increased, states began to permit local governments to organize public schools and tax their citizens for this purpose. The first of these schools were bitterly opposed and were at first considered

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1. James Carr, "Is America's Public School Education Worth the Cost?" Forum (April, 1948) p. 220.

schools for paupers only. When benefits of more nearly universal education became obvious, the states began to require local governments to provide for children whose families could not afford their education. This was to be done either by establishing public schools or by paying tuition for such children in existing private schools. Some states began to require local taxes for school maintenance to supplement state funds, although districts were usually able to ask fees from pupils for partial support of education. These school systems were not elaborate. On the frontier and in farm community little was taught except elementary reading, writing and arithmetic. Andrew Jackson, the seventh President of the United States, was a product of such a school and was handicapped all his life by insufficient knowledge of grammar and spelling.

Tuition fees in public schools were finally eliminated and the entire cost was assumed by the public, Following this movement the pauper school idea disappeared and public aid for private or sectarian schools became the exception. The American public schools for all American children became the common schools. Today the eighth stage in the development of free education is increasingly providing without charge transportation, textbooks and other work materials, health services, dental inspections, hot lunches, and

many other such assistance.

The Constitution of the United States does not have any direct provisions or specific references concerning education, but such of its readings as "promotion of the public welfare," "collect taxes to provide forthe general welfare of the United States," and "The Congress shall have power to dispose of and make all needful rules and regulations respecting the territory or other property belonging to the United States" may be, and have been, interpreted as authorizing the Federal Government to participate in promoting and controlling education. Regarding money in the federal treasury as property, the quoted provisions clothe Congress with almost unlimited power in collecting, expending, and regulating funds for educational purposes.

Federal participation in education had its beginning with the granting of lands. By the Ordinance of 1785, the Congress of the Confederation provided land to be reserved for the support of the schools. The Constitution confirmed this policy. Land-grant colleges came into being with the income from the lands given by the Morrill Act of 1862 for the development of agriculture and the mechanical arts. The nation has greatly benefited from these trained men and women and their important contributions of knowledge.[1]

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1. William C. Reavis and Charles H. Judd, The Teacher and Educational Administration, p. 240.

In 1837 Congress distributed $28,000,000 of surplus revenue among the states according to their numbers of representatives and senators in Congress. Some states alloted all or part of their shares to the support of schools. It is important to note that Congress placed no restrictions upon the early grants. After the Civil War the Federal Government began to exercise some degree of control when it alloted funds for specific phases of education. Congress made funds available which applied only to instruction in certain specified fields by the Morrill Act of 1890. The Smith-Lever Act in 1914 provided for cooperative extension work in agriculture and home economics for persons not attending land-grant colleges or universities. This act stipulated that the state and local authorities must make available an amount of money equal to that received from the Federal Government. The original Smith-Hughes Act of 1917 required the approval by federal authorities of state plans for courses of study, the preparation of teachers, and even the allocation of the time of pupils. This act received serious criticism by educators because it requires the state school systems to submit acceptable programs for vocational education before they can receive the funds appropriated by the Federal Government.[1]

Ibid.

New types of federal participation in education arose as emergency measures to offset the deplorable conditions caused by the depression of the 1930's. Three of these agencies which had a direct influence upon school systems were the Works Progress Administration, the Civilian Conservation Corps, and the National Youth Administration. The employment of certain needy unemployed teachers or other persons competent to teach was authorized by the Federal Emergency Relief Administration. These teachers were assigned to nursery schools in rural areas where many schools were closed or programs were curtailed. Under its changed name and program, the Works Progress Administration became the Work Projects Administration with the following major educational activities: general adult education, literary and naturalization classes, avocational and leisure-time activities, vocational education, nursery schools, homemaking education, parent education, public-affairs education, workers' education, correspondence instruction, and other educational activities. The Civilian Conservation Corps provided an opportunity for the education of youth not yet furnished by our public schools.

> The educational needs of the enrollees were great. It was found that 84 per cent of them had not completed the high school, 44 per cent had not completed the elementary grades, and many were practically illiterate. Almost half of them had

> never before been engaged in regular employment, and most of them were greatly in need of occupational insttuction and employment counseling and guidance before completion of their terms of enrollment.[1]

The objectives of the Civilian Conservation Corps were similar to those of progressive education:[2] (1) The removal of illiteracy, (2) The correction of common school deficiencies, (3) Training on work projects, (4) Vocational instruction, (5) Cultural and general education, (6) Avocational and leisure-time training, (7) Character and citizenship development, (8) Assisting enrollees to find employment.

The National Youth Administration was organized with the chief purpose of assisting young persons not employed and unable to continue their education and also those whose principal immediate purpose was to attend schools and colleges but lacked funds.

As demand grows for education the financial needs increase. Very few states have enough taxable wealth to provide needed money for their local communities. The Southern states, wich have about one-third of the nation's children and yet only one-eighth of the nation's wealth, will find it difficult to build the schools needed in their states.[3]

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1. Ibid. p. 253.
2. Ibid. p. 256.
3. Hecht, op. cit., p. 41.

For such a situation, the only solution would appear to be of school finance supplemented under a national program. The question is asked, Can this country afford real democratization of education? The Federal Government has for years made grants to the states to build roads and has recently passed legislation appropriating hundreds of millions to construction of local hospitals and institutions for mentally ill. Why should not the public schools receive needed financial supplements? Given our present capacity to produce goods and services, the people of the United States can afford whatever they want deeply enough. The cost of extended education would be trifling compared with the amount now spent on professional sports, and the $21.49 per capita for tobacco, $55.55 for alcohol, and $17.76 for cosmetics, while an average of $17.76 per capita is spent for education. The money spent for education does not represent values consumed, but capital invested, and an investment that society of the future may expect generous dividends. It may be well to compare our educational spending with that of other nations. During the year 1946, the United States spent not more than one and one-half per cent of its estimated national income for public education. In the same year it is estimated that Russia spent around eight per cent of

its national income, and Great Britain three per cent.[1]

For twenty-five years efforts have been made to persuade Congress to pass a bill providing grants to elementary and secondary education. The Federal Aid to Education Bill of 1948 passed the Senate, but remained in the committee of the House. This bill would provide $300,000,000 for current operating expenses.[2]

The main agrument for federal aid for education is the need to equalize educational opportunity throughout the United States. During the decade that ended in 1944 the amount of state aid to localities more than doubled for the country as a whole. In 1943-44 eleven states supplied fifty per cent or more of the current funds used by their local schools.[3] But the wealth of states vary. In order to more nearly equalize the educational facilities throughout the United States, the Federal Government must exercise its power to tax wealth where it is and to assist the poorer states to provide education for the people where they live.

One of the main reasons that the Federal Aid for Education Bill (which would aid states to maintain and operate schools) has not been enacted is because of the argument

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1. Carr, op. cit., p. 220.

2. Hecht, op. cit., p. 41.

3. W. L. Pearman, "A Plan for State Aid Beyond A Minimum Program," The Nation's Schools (September, 1948) p. 26.

that Federal support will lead to Federal control of education, which in turn will lead to abuses. The Federal Aid for Education Bill specifically prohibits Federal control.[1]

In January, 1948, the Committee on Educational Buildings and Equipment of the National Education Association recommended that a staff be employed to render service in the educational plant field to schools, colleges, and universities. Many schools and colleges have outlived their usefulness. Enrollments continue to mount. Large sums of money must be expended for educational buildings and equipment in the near future. Millions of dollars could be saved on this program if wisely expended, and the buildings and equipment could be made more effective educationally. It would seem that such a central advisory service on educational buildings and equipment would be one of the first things which should command financial support. The federal-control-of-education argument cannot be used successfully against the proposed School Construction Bill, inasmuch as it would assist only school construction and not the maintenance and operation of schools.[2]

To finance the school program which will be required in the years immediately ahead, National Education Association

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1. Hecht, op. cit., p. 41

2. George F. Zook, President's Report, The Educational Record (July, 1948) p. 203.

officials are asking the nation's educators to:

> Point out a revenue source other than property tax.
>
> Develop means for informing parents, legislators, and other laymen on the assumption that they will not allow public school support to go by default.
>
> Recognize that earmarking of funds for schools is a necessary expedient in many states until the state tax systems are extended and improved.
>
> Continue efforts toward the reorganization of school districts whereby the educationally inefficient district will be eliminated, except under special local districts.
>
> Continue to work for better administration of local property taxes through independence of school boards, improved assessment of property, and better systems for equalizing assessments.[1]

The National Education Association, at its annual convention in Cleveland in July, 1948, adopted unanimously the following resolution:[2] "The association is convinced that in order to make this possible (equal educational opportunity for all) adequate national, as well as state and local support, is both desirable and necessary. This is the primary immediate need of public education. Therefore, the association believes that Congress should be given an early opportunity to vote on federal aid to public education.

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1. "NEA News," School Executive (September, 1948) p. 82.

2. Ibid.

Such aid should be given without federal control to public elementary and secondary education in every state."

Observers for the National Education Association believe that the federal aid to education bill would have passes the House by a large majority if it had been permitted to come to the floor for action. This was prevented by the House majority leadership. Speaker Joseph N. Martin gave as his reason for stymying the legislation that the budget had to be balanced and the cost determined of the European aid program. The National Education Association has pointed out that provisions for expenditures in the European program called for appropriations of $265,000,000 for tobacco and $70,000,000 for liquor which is more that the sum called for in the Federal Aid to Education Bill.

Without federal aid millions of children in this country will not have even a minimum of education and illiteracy will increase shockingly. At least ten million American citizens are illiterate. The percentage of adults in this country as a whole who have not completed more than four years of school (1940 census figures) is 13.57, a poor record for the nation which boasts of its educational system.

Teachers--Satisfied and Satisfying

The key to school improvement is the teacher. The teacher in the last analysis is the most fundamental element in the curriculum. More basic improvement would have been made in schools, if more attention had been given to teachers and less to the program. A program of education is as effective as the competence of the teachers. The point that is receiving greater emphasis and will continue to increase is that teachers of today by native endowment, by attitude, by education, and by experience are competent for the task. A major barrier to effective education improvement of living has been a lack of laders adequately trained in the concepts and techniques of modern education. This lack not only exists among the teachers but also among school administrators and personnel of the state department of education.[1] Adequate education requires teachers with educational philosophy, as well as skill, and modern concepts of the processes of learning and working. Modern education calls for realistic opportunity for enrichment designed to add dignity and effectiveness to the work of both teachers and students.[2]

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1. Zook, op. cit., p. 296.

2. Rice, op. cit., p. 590.

With the resourceful use of the community co-ordination of efforts of the community to improve living, the teacher will have to know more about community organization and the most effective ways of working with adults. Competent teachers will be able to aid people in the area of the tools of learning, health, creative expression, choosing an occupation, social relationships, utilizing money, utilizing natural resources, and earning a living. These demands are exceedingly heavy.

Before the educational program can extend itself effectively into the community there must be harmonious relationship among the personnel. A complaining, disagreeable, and unrecognized personnel lacks dignity. There must be understanding and cooperative working relationship between teachers and supervisors.

Although the teachers share in the blame for the low morale within the teaching profession, the lay public and official boards of education must assume a part of the blame. Many people look upon teachers as highly paid servants. Boards of education are likely to treat teachers as a block of employees. Teachers would like to be considered as human beings with feelings and emotions common to all humanity. Blanket regulations are made against smoking, dancing, marriage, card playing, sick leave, or professional leave.

The boards of education can do mush to make teachers and the profession respected. They can help by approaching their task with more human understanding of the teacher and her status. Another way to help is to attack problems in cooperation with the teachers before the problem becomes so acute there is rebellion. A third way is to develop a good personnel policy so that the teachers clearly understand their position. It would be advisable to have the staff participate in the planning, because a teacher participating in the planning is more likely to assume the obligation of carrying out the details. Another contribution that the board can make is to consider merit the first prerequisite to appointment. The teacher must have security through her own recognition of the fact that she has a position as long as she can do satisfactory work. Boards can aid by giving the teachers a mental and financial security necessary to create a wholesome classroom atmosphere.[1]

The individual teacher can do much to help her position. She too frequently limits her human relations to the classroom. Often the community does not know which people are employed as teachers. Too often the teachers hold

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1. Leroy J. Thompson, "Salary Is Not the Whole Answer," School Executive (May, 1947) p. 11.

themselves aloof from the community, its organizations and its leaders. To gain some privacy and independence the teachers pull a curtain to close off the inquiring, nosy neighbor. Rather than attend organizational meetings where the teachers cannot conduct themselves even as the best citizen, they remain among their own small group of acquaintances. The community service of these teachers is non-existant. There is the teacher who packs a suitcase every weekend and holiday to escape the community and find release for desired activity. It is difficult for the community to appreciate these teachers and understand their problems.[1]

Teachers can alter this situation to gain respect, understand, and appreciation for the employed personnel of the profession. The teacher can forget the classroom relationship and visit with the parents of the students as people and friends, not to discuss grades and deportment. There are many civic organizations in which the teacher may become member. It is wise to choose organizations not always directly in line with duty. This participation would give wide acquaintance to the teaching profession. Teachers cannot remain among themselves.and expect community support and encouragement.

Ibid.

A profession that continually apologies for itself cannot receive great respect. A layman cannot be expected to have any higher regard for a profession than members of that profession. How often is a doctor heard apologizing for being a member of his profession. To raise the level of the profession teachers must stop whining and sneering among themselves and the community. This does not mean that the profession shall soft voice its fight for adequate salaries and welfare provisions.

Too often it is a vicious circle of the superintendent and principal with a condescending attitude or complete by-passing of the teacher as individuals or as a group, the board of education dealing with the staff in an undemocratic and arbitrary fashion, and the teachers isloating and belittling themselves. The community carries on the same campaign because no one has shown them any other side of the educational personnel picture.

Teacher's salary today in the United States is being called everything from a national disgrace to a local calamity. Good pay will not buy good teaching. Also, good teaching will not be had without paying good teachers. It will be almost impossible to meet the other desperate needs of education before the salaries have been settled adequately. Teaching is a profession and should be paid professional salaries.

Not all the persons now teaching are professional workers. Increasing their salaries will not make them so, but doubling or tripling the salary scale will make it possible to replace them with persons who are truly professionally-skilled. It is not so much the money needed for the teacher employed as money needed to employ good members for the teaching profession.

Another point to be cleared is that the salaries which are paid to teachers are paid for the performance of a professional service which can be a most valuable service any society can receive. Other than cash value the schools have other values for a society engagen in guaranteeing life, liberty, and the pursuit of happiness. The profession of teaching earns its own way in any economy. "It is not a suppliant begger, hat in hand, living off the surplus of other men's honest or dishonest endeavors; it is a two-fisted, producing, highly-skilled worker challenging free enterprise to put first things first."

Another realization that must come is that salaries mean much more to the conduct of good teaching than most people believe. The money for this profession must be used to "raise and keep high the morale of professionally-minded persons, to furnish an incentive for further professional improvement, to offer a lifetime career to the ambitious who

fain would bo places."

Salary scheduling has reached the "pay-what-you-have-to" level. To face the problem with realism means making a salary policy which will provide the following essentials, and provide them at once:

1. A professional income--rewards for professional service in line with the value of that service.

2. For professional preparation and performance--a distribution of salaries which would make professional preparation almost inevitable.

3. For an ambitious lifetime--a scheduling of salaries which would make teaching a life career for ambitious, social-minded Americans.

4. For family persons--tangible recognition of teachers as responsible family providers.[1]

Teacher strikes have already become an issue. Teachers are making increasing use of the strike as a means of securing better salaries and welfare provisions. This trend would be abolished if the public, the teachers, and the board of education worked together on the problem with understanding and appreciation. Deep-rooted unrest among the teachers will grow and gather force, ultimately leading to rebellion and revolt. The strike weapon will not be brought into action by a satisfied teaching profession.[2]

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1. L. D. Haskew, "Teachers' Salaries Today," <u>School Executive</u> (March, 1947) p. 12.

2. Walter D. Cocking, "Must Teachers Strike?" <u>School Executive</u> (April, 1947) p. 5.

Institutions of higher learning have received the following suggestions that should bring improvement in their teacher education schools:

1. Institute well reasoned experimental programs.
2. Utilize opinions of students.
3. Capitalize on opinions of specialists and laymen.
4. Set up a clearinghouse of ideas for improvement.
5. Participate in teacher education conferences.
6. Constantly conduct research to develop the best method of training teachers.
7. Call on professional groups or committees.
8. Encourage more contact, professionally and socially.
9. Profit by suggestions found in the literature of the teacher education field.
10. Let each interested in improvement accept a challenge to show enlightened leadership in improving teacher education.[1]

A teacher needs retraining and refreshing educationally and professionally. The teacher's role gains in stature in the implications of the changing school program--increased activity by students in their own education and students and teachers working together more closely, over longer periods of time.

One means of giving a teacher rettaining on the job is letting teachers plan together and help develop functional organizations. These organizations would bring together groups of citizens and teachers working on civic

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1. G. D. McGrath, "Traditions Still Dominates Teacher Training," Nation's Schools (March, 1948) p. 23.

and educational problems and activities. This on the job retraining is vital since few teachers have had real training in groupwork, casework, social psychology, or sociology. Their professional education is usually limited to one or more of the conventional subject-fields and the related "methods".[1]

The American Association of Teacher Colleges, the National Association of Colleges and Department of Education, and the National Association of Teacher Education Institution in Metropolitan Districts were merged into the American Association of Colleges for Teacher Education in a meeting at Atlantic City, February 21, 1948. This merger should promote definite improvement in teacher education, since it brings together the leadership and resources of 260 educational institutions.[2]

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1. Rice, op. cit., p. 594.

2. W. W. Haggard, "Toward the Improvement of Teacher Education," Nation's Sehools (June, 1948) p. 32.

Extending the Use of School Plants and Facilities

If the change in community life that has been in process for a number of years is continued in the right direction, much will be contributed toward making the American way of life a richer and more abundant one. People are becoming more community conscious. American cities, towns, and rural areas have organized community councils, youth groups, recreation committees, adult education activities, forums and many similar projects. The purpose is to provide a richer and more pleasant and worthwhile environment in which to live. This should be encouraged, since the world is in an age of social unrest. Democracy is in competition with socialism, fascism, and communism--all which claim to provide the "more abundant life."

"The greatest institution in this country devoted to the welfare of the people is the public school." Its services cover the nation. Even so, the typical public school has done only a small part of what it could do in a program of serving the needs of all of the people of the community. The schools have received this criticism:

> The school has concerned itself with only part of the community--the youth.
>
> It has too often conceived its function to the restricted area of formal learning.

> It has shown little interest in local, state or national problems.
>
> It has failed to promote, or even permit the use of its physical facilities by the community at large.[1]

It may be said in the defense of the schools that they have failed to render additional services because they have been handicapped by lack of money and by traditional concepts of the role of education. However, the American public school must become in the future a more potent instrument of general community welfare.

There is a general need for recreation in the urban anf rural areas. This need grows from the strains and pressures of modern business and professional pursuits, the greatly increased hours of unused leisure, and modern industry with its assembly lines and monotonous machine operation. Although there are many commercialized amusements of which no serious fault can be found, there are too many people who have developed in themselves no satisfying means of occupying their many leisure hours.

"Recreation" should not be interpreted to mean only games anddancing. Recreation may be reading, conversations, listening to music, creating things with the hands, or watching a play. What is a vocation to one person is an avocation

1. William E. Arnold, "Extending the Use of School Plants," School Executive (June, 1947) p. 11.

to another. Carpentry may be a vocation for the carpenter, but to the doctor or teacher it is a recreation, a change and relaxation. This contributes much to the health, peace of mind, and general well-being.

The school may extend its facilities to the adult. Conditions change so rapidly that the "preparation for life" provided by the schools of a generation ago is now inadequate. The difficulty the masses of the people have in understanding the intricate problems which they must solve as citizens of a "government of the people, by the people, and for the people" is a great threat to democratic society. To receive what education the adult may have missed in youth and a further education the adult should feel a freedom to return to school.[1]

Although school plants are rendering valuable services, there is every reason to ask that further utilization of this great investment be made when it can be done at no sacrifice to present programs of education.

It is common practice for schools to be open only 30 to 40 hours a week and for only 36 to 40 weeks in the year. In view of the many needs for the use of the school plant, this in itself is an extravagant waste. A school plant should not be more extensively used just because it

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1. Ibid.

is available. Any community which suddenly decided to keep the school open a full day or year would probably find little demand for its use. A carefully organized program must be developed.[1]

The additional cost of an extended program is a handicap in its development. The additional fuel, slight depreciation of equipment, and paid personnel could be the largest items of cost.[2]

The changing needs are so great and there are so many opportunities for our schools to render greater service to the community, that the school plant extension movement should be greatly encouraged. "American community life can be made far richer for both adults and children through a well-planned and well-organized program centered in the schools. Offering the empty playground and the vacant school building for community use is a way for the school to put itself in the attention of the public. It is inevitable that the community will then do more for the schools.

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1. Rice, op. cit., p. 590.

2. Field, op. cit., p. 44.

Public School Relations

Good public relations is always necessary for an effective school program. Educators must understand all phases of life in the community and the people must understand what the schools are attempting and who. People of the public are sole owners of the public schools. It is a duty of school public relations to cause these people to see and to want the things in their schools that best educational judgment suggests they should have. This is the job of every school employee--janitor, office clerk, teacher, principal, and board of education member alike. A public relations program planned cooperatively is essential to the greatest progress in the community's understanding of its schools.[1]

Periodic meetings for voicing opinion serve as one means of determining how well the public understands the accomplishments of its schools. A program with the purpose of determining and influencing public opinion cannot be planned without definite knowledge of attitudes, abilities, and oftentimes misconceptions of the public. There should also be an occasional scientific inventory of the thinking

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1. Reavis and Judd, op. cit., p. 71.

of school employees themselves.[1]

An effective public relations program will utilize every possible medium. A speakers' bureau comprising of students and school personnel with the ability to speak well is one effective approach. Practically every home in the community is reached by the press. Simply written and attractively printed publications may be distributed at civic organizational meetings. Other effective means are the school newspaper, school athletics, auditorium programs, and the Parent-Teacher Association, open house, and home visitation. The appearance of the buildings and the friendliness of the personnel also contribute to the impression the public gains from its schools.[2]

The real and chief interest of the parent in the school is his child. The development of the child is the product by which the public judges the school. "Properly trained, the child is education's greatest single ambassador of good will." Public interest in the schools is largely dependent upon the impressions given by the student and his parent.[3]

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1. Otis A. Crosby, "The Essentials of Good Public Relations," School Executive (March, 1947) p. 58.

2. Ibid.

3. Jordan L. Larson, "Keeping the Public Up-to-Date on Educational Matters," School Executive (March, 1948) p.62.

One unfailing means of developing understanding is through the participation of parents and community leaders in school activities. Projects of interior decoration, landscaping, and library building give the parents an opportunity to work with and for the school

The public should be kept up-to-date on things educational. School activities, building projects, budgeting, curriculum studies, personnel changes, and administrational plans are of interest to the public. It is the responsibility of the school to provide this information, which can be done through the public relations program.[1]

The public relations program includes an active role in teaching world understanding. It is not a responsibility which can be discharged by having a world geography course or a movie of other lands. It is a responsibility to be carried into every bus ride, commentator's report, and voting day. This need is indicated by headlines of racial friction, labor-management disputes, or individual against individual. People can see clearly the relationship between problems and their solution only as it is handled on a broad scale of human concern.[2]

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1. Ibid.

2. Rice, op. cit., p. 594.

Living close to people does not make one like them any better. Often the occupants of one apartment do not know who lives in the next apartment. It is quite impossible to prophecy whether the partners to be wedded will love and honor an obviously cherished mate one year after the bells have chimed. It is difficult to know what can be done to make groups and nations compatible. The study of such phenomena is in its infancy.[1]

Our race problem is found in our school systems as well as in the community. Segregation by its very nature is discrimination, if equal facilities are not provided. A democracy which gives a measure of its energies to the maintenance or systematic discrimination is a contradition in terms. A person practicing segregation is a victim of his own culture and is mis-educated into believing himself superior and different. This person permitting the practice endorses and supports the perpetuation of this selfish scheme.

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1. Ibid.

CHAPTER V

SUMMARY AND CONCLUSIONS

Chapter I is composed of a formulation of the problem and its statement. The incidence of the problem is given. Delimitations are presented in a statement. The basic assumption if given followed by the method of procedure used in the thesis.

A review of some of the literature in the field is in Chapter II. These reviews are: (1) _Schools for a New World_, the Twenty-Fifth Yearbook of American Association of School Administrators compiled for the Department of the National Education Association of the United States, (2) _Youth and the Future_, published by the American Youth Commission of the American Council on Education, (3) an article written by Walter D. Cocking on the problems of state and federal support for education and printed in a publication of the _School Executive_ magazine, (4) "Community School Concepts", a writing by Milosh Muntyan for the _Journal of Educational Research_, and (5) _Learning the Ways of Democracy_, a report of the Educational Policies Commission of the National Educational Association and American Association of School Administrators.

Chapter III deals with the changes in American society from the colonial period until the present trends. This is followed by a summary of the processes developing through the American educational systems.

A discussion of the problems in present day American education and their possible solutions is the composition of Chapter IV. These problems were of the financing of public school programs, extending the public school program, securing professionally trained personnel, and establishing an understanding relationship between the community and the school.

Conclusions may be given in the following statements:

Since our scoiety is constantly changing, it must be recognized that even the informed citizen upon leaving school is not necessarily an informed citizen at later periods. This fact implies a public school responsibility for providing a continuing educational opportunity for all.

Education must be thought of as including much more than the mere imparting of knowledge. It must include the development of attitudes, appreciations, habits, and vocational skills. A well-rounded education fortifies the individual to make necessary adjustments to change.

As demand grows for education the financial needs increase. Very few states and communities have enough taxable wealth to provide needed money for their schools. To equalize more nearly the educational facilities throughout the United States, the Federal Government must exercise its power to tax wealth where it is and to assist the poorer states to provide education for their people.

Teaching is a profession and should be paid professional salaries. Increasing the teachers' salary will not make them professional, but doubling or tripling the salary scale will make it possble to replace them with better prepared and more professionally-skilled persons.

The changing needs of society are so great and there are so many opportunities for our schools to render greater service to the community, that the school plant extension movement should be greatly encouraged. Although the school plants are rendering valuable services, there is every reason to ask that further utilization of this great investment be made.

The community school program should be extended to include grades 13 and 14. The content for these grades should include a well planned program of general education comparable to and acceptable by the best institutions of higher education. The program should also include functional and technical courses for those students who do not plan

further formal education. The latter should be planned on a basis for partial or full attendance, depending on the employment of the individual.

Because of inequalities in the distribution of the nation's wealth and the mobility of our people, federal aid for school support without federal control is essential and mandatory.

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